



# County of Los Angeles CHIEF ADMINISTRATIVE OFFICE

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DAVID E. JANSSEN  
Chief Administrative Officer

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January 14, 2004

To: Supervisor Don Knabe, Chair  
Supervisor Gloria Molina  
Supervisor Yvonne Brathwaite Burke  
Supervisor Zev Yaroslavsky  
Supervisor Michael D. Antonovich

From: David E. Janssen  
Chief Administrative Officer

## FOREIGN CONSULATE IDENTIFICATION CARD ANNUAL REVIEW

On January 14, 2003, your Board adopted a policy that authorized all County departments to accept the Mexican government's Matricula Consular Identification Card (MCIC) and other Foreign Consulate Identification Cards (FCICs) approved by the Chief Administrative Officer (CAO) as valid photo identification. In addition to the Mexican government's MCIC, the CAO has approved an application by the Argentine Republic to have their FCIC recognized as a valid photo identification by County departments.

Your Board instructed the CAO to perform an annual review on the use of the cards by County departments, which was to include an initial report on training provided and any problems that have been identified. In addition, based on comments from several Board members, we have met with the Mexican Consulate on several occasions to discuss security issues consistent with issuance of the MCIC.

### Annual Review

The CAO distributed a questionnaire to all County departments to obtain information on 1) the use of the FCICs, 2) problems with accepting FCIC as valid photo identification, and 3) training provided to identify and accept FCICs. Attachment I provides a matrix of all responses from the departments. The following are highlights from the responses.

- Thirteen County departments indicated they have been presented with FCICs as a form of photo identification. All of these departments were presented the MCIC, while two were presented with the Argentine Consulate Identification Card (ACIC).

- Comments from departments that have accepted FCICs were mostly positive. For example, the Public Library stated that, "accepting the [MCIC] has had a positive impact on the Department's public relations." The Department of Health Services (DHS) found the acceptance of FCICs helpful because they are presented at the time of registration to identify the patient and their address. And, the Department of Public Social Services commented that acceptance of MCICs "makes it easier for cash aid recipients [e.g., CalWORKS, Refugee Cash Assistance Program, General Relief, and Cash Assistance Program for Immigrants] to enroll in the Direct Deposit Program or cash their checks, as most financial institutions accept MCICs."
- No department responded to having problems with accepting FCICs as valid photo identification.
- The Public Library stated that, "minor problems reported by libraries are similar to those encountered in accepting all forms of photo identification: verifying local addresses that are no longer current and being presented with forms of identification 'that look like the consulate ID card, but aren't...you have to pay close attention to what you accept.'" According to the Library's Central Region, accepting the FCICs "worked really well in this region." Moreover, "analysis of library use by borrowers registered with the FCIC since July 1, 2002, shows that the FCIC borrowers checked out slightly fewer items (25 each) than all borrowers who checked out items (28), but the percentage of FCIC borrowers with lost items was slightly lower: 3.6% of FCIC borrowers have lost items in conjunction with 4.1% of all borrowers who checked out items."
- Almost 50 percent of departments that responded to the questionnaire provided training. Departments that did not provide training indicated they were not presented with FCICs and/or they did not have a program or service that required acceptance of FCICs.
- The type of training departments provided to their employees to identify and accept FCICs varied. Most departments provided their employees with "informal" training consisting of sharing with their staff copies of CAO memoranda which included information on the policy accepting FCICs, examples of the cards and security features included. Other types of training included developing and distributing instructional packets to staff, and distributing department memoranda outlining staff responsibilities. A couple of departments mentioned they would be incorporating FCIC information into existing training sessions.

## **Mexican Consulate**

Over the past year, CAO staff and the Sheriff's International Liaison Unit have met with the Mexican Consulate on several occasions to discuss security issues involving the MCIC; specifically, the appropriateness and feasibility of conducting background checks and/or obtaining fingerprints when issuing the MCIC, and other measures to prevent counterfeiting.

### Background Checks

In addition to the strict application requirements to obtain a MCIC, which includes providing valid documentation of Mexican citizenship, the Mexican Consulate also cross-references each applicant's name to an arrest warrant list provided monthly by the Mexican government. If an applicant has a Mexican arrest warrant, which could range from civil to criminal, the Mexican Consul would consult with the Mexican Government before issuing a MCIC. Mexican Consulate representatives assured us that any applicant with a known serious criminal arrest warrant would not be issued a MCIC and would immediately be reported to both Mexican and American law enforcement agencies.

### Fingerprinting

In regard to fingerprinting, the Mexican Consul requires that each applicant provide a thumb print on the MCIC application. The Mexican Consulate informed us that the Mexican Government is currently working on digitizing the fingerprints in order to allow electronic access and the possibility of instant cross-reference to other information, such as birth, property, and criminal records. However, it should be noted that all information collected by the Mexican Consulate is sovereign to the Mexican Government and is not accessible to the U.S. Federal, or any State, or local government, unless otherwise authorized by the Mexican Government.

### Counterfeiting

In April of this past year, Mexican Consul General Martha Lara requested a meeting with the Sheriff's Department, Los Angeles Police Department, various bank representatives, and the CAO to share information on counterfeit Matricula Consular Cards found by the Mexican Consulate. According to the Consul General, a market for counterfeit MCICs exists for Central American immigrants who want to pass for Mexican citizens in case they are deported, as they often prefer to be sent to Mexico rather than their native country. The counterfeit cards, however, were of very poor quality and did not contain the various security features present on the authentic cards. The Consul General has filed a complaint

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with the City Attorney on the issue. The parties present agreed the safeguards on the authentic card were satisfactory and that no action was required at this time. The Consul General assured us all that they would inform us any new information regarding counterfeiting.

If you have any questions regarding this information, please call me or your staff may call Jerry Ramirez at (213) 974-4282.

DEJ: LS  
MKZ:JR:nl

Attachment

c: All Department Heads

## FOREIGN CONSULATE IDENTIFICATION CARD ANNUAL SURVEY

Department	Has your department been presented w/ FCICs as a form or photo ID?				If so, what has been the impact on member of the public and your departments operation?	Has your department identified any problems with accepting FCIC as valid photo identification?				If so, please explain.	Has your department provided employees training to identify and accept FCICs?				If so, what type of training has been provided?	Does your department have any suggestions, comments, or concerns regarding the FCIC Policy?
	Mexican ID		Argentine ID			Mexican ID		Argentine ID			Mexican ID		Argentine ID			
	YES	NO	YES	NO		YES	NO	YES	NO		YES	NO	YES	NO		
Affirmative Action Compliance		X		X			X		X			X		X		
Agricultural Commissioner/Weights and Alternate Public Defender		X		X			X		X		X		X	Distributed material on what card looks like and security features.	Not at this time.	
Animal Care & Control		X		X			X		X		X		X	All managers trained and they passed along all info to their staff.	None	
Assessor	X			X	Staff was impressed and eager to see if the decoder actually worked. The public (only one) was impressed that we were trained to accept the identification.		X		X		X		X	Policy and procedure manual amended.		
Auditor-Controller			X	X			X		X		X		X	Training of staff consisted of verbal instructions and handout showing what the card looks like as well as visible security features. Those provided with a decoders were trained to identify fraudulent IDs.		
Beaches and Harbors		X		X			X		X		X		X	The only "training" has been review of instructions provided by CAO. We have not encountered need for anything further.	No.	
Board of Supervisors, Exec. Office		X		X			X		X		X		X			
Chief Administrative Office		X		X			X		X		X		X			
Chief Information Office	No response															
Child Support Services	X			X	Mexican Consulate ID. The impact on members of the public is minimal. However, the FCIC allows staff to identify members of the public when identification is required.		X		X	Our staff has not experienced any problems w/ accepting the FCIC as valid ID.	X		X	General training has been given to all staff concerning ID and acceptance of the Mexican Consulate FCIC and on the permissible reasons for its use within the Department - ID only. A policy memo, Policy Directive D-03-02, outlining staff responsibilities was distributed to all Department employees.	(1) Questions from the Dept staff primarily concern the requirements for obtaining the FCIC cards in the respective countries and how staff can distinguish FCICs which have been fabricated. (2) Staff commented that the FCICs are more reliable for ID than other documents members of the public offer, such as school ID and check cashing cards.	
Children and Family Services	X			X	We are able to serve more clients		X		X		X		X	Formal training was not conducted. Staff were notified that the use of the Matricula ID was acceptable as valid ID for Live Scan purposes.	No	
Community Development Commission	X		X		Extremely helpful because the card contains all the info needed to ID and screen participants in our public housing programs and for labor law compliance purposes.		X		X		X		X	Internal discussions and training based on info received from the CAO's office.	Could be more widely advertised to public in foreign language media. More thorough training or timely notification of FCICs that will be accepted.	
Community & Senior Services		X		X			X		X				X		Community and Senior Services does not appear to have identified any interaction with Foreign Consulates within any programs or at the various Service Centers. However, further information and/or training regarding this policy would be appropriate for staff should the issue arise in the future.	

Department	Has your department been presented w/ FCICs as a form or photo ID?				If so, what has been the impact on member of the public and your departments operation?	Has your department identified any problems with accepting FCIC as valid photo identification?				If so, please explain.	Has your department provided employees training to identify and accept FCICs?				If so, what type of training has been provided?	Does your department have any suggestions, comments, or concerns regarding the FCIC Policy?
	Mexican ID		Argentine ID			Mexican ID		Argentine ID			Mexican ID		Argentine ID			
	YES	NO	YES	NO		YES	NO	YES	NO		YES	NO	YES	NO		
Consumer Affairs		X		X	This program does not have an impact on our department.		X		X			X		X		
Coroner	X			X	No impact.		X		X		X			X	Each manager was provided w/ identifying info and decoder.	No
County Counsel		X		X			X		X			X		X		No
District Attorney			X				X		X			X		X	Bureau -wide memorandum to all investigators explaining the card and its purpose. An example of the card was attached. Decoder cards were distributed.	
Fire		X		X			X		X			X		X		No
Health Services	X			X	Yes, Los Angeles County Health Centers, Comprehensive Health Centers and hospitals have been presented w/ Mexican Consulate IDs. They have not received the Argentine Consulate IDs. The ID cards are presented at the time of registration to identify the patient and residency address of the patient.		X		X		X			X	Revenue Management issued a Patient Financial Services Memo to all facilities on July 26, 2002. Also, patient ID and address verification training was given to DHS staff in September 2003. Additional training will be incorporated into the training.	DHS has recently reinforced the patient address verification policy and implemented the patient identity verification policy. Patient address and identity verification are performed prior to the patient being seen at one of the DHS facilities. The ID cards are accepted at registration, however because the FCICs do not meet certain program criteria, they are not used to verify identity or immigration status when applying for such programs, e.g. Medi-Cal, Healthy Families, etc.
Human Relations Commission		X		X			X		X			X		X		Not at this time.
Human Resources			X				X		X				X		X	
Human Resources/Office of Public Safety	X			X	The acceptance of this ID has impacted the public/person presenting the ID as it prevented them from being incarcerated for misdemeanor offenses. There has been no impact on our operations.		X		X		X			X	Briefing of Board Order.	None
Internal Services			X				X		X				X		X	As an internal service organization, ISD does not generally provide direct public services where we would take a Matricula Consular as identification. As such, the survey is not applicable to ISD.
Mental Health		X		X			X		X			X		X		None
Military & Veterans Affairs		X		X			X		X			X		X		None
Museum of Art		X		X			X		X			X		X		
Museum of Natural History	No response															
Ombudsman		X		X			X		X			X		X		No

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	YES	NO	YES	NO		YES	NO	YES	NO		YES	NO	YES	NO		
Parks & Recreation		X		X	We are not aware of FCICs being presented as a form of ID.		X		X			X		X	We are in the process of determining the most effective method to train our employees to recognize these forms of ID.	No
Probation	X			X			X		X		X			X	The Dept issued a Directive on August 6, 2002 w/ instructions and a description and sample of the Mexican Consulate ID card.	None at this time.
Public Defender		X		X			X		X			X		X		ID card not required to render services.
Public Library	X			X	Sixty-one libraries out of 84 have registered a total of 1352 borrowers using the FCIC since July 2002. Their registration procedure is no more complicated than regular registrations so there has been minimal impact on library operations. Accepting the Mexican Consular ID card has had a positive impact on the Dept's public relations.		X		X	Libraries report minimal or no problems w/ accepting the Mexican ID card. Central Region reported specifically that accepting the cards "worked really well in this region." Minor problems reported by libraries are similar to those encountered in accepting all forms of photo ID: verifying local addresses that are no longer current and being presented w/ forms of ID "that look like the consulate ID cards, but aren't ...you have to pay close attention to what you accept."	X		X	All libraries were provided with instructional packet to share with staff on the policy of accepting the [Mexican ID] card, how to identify the card and how to register library borrowers with the card. The instructions were reviewed at library managers' meetings and staff meetings at all libraries. The initial instructions were reinforced after several months with reminders to managers and staff. Training of staff on the Argentine ID cards is currently in process and will be similar to that of Mexican ID cards.	The financial impact of accepting the FCIC to register library borrowers has been negligible. Analysis of library use by borrowers registered with the FCIC since July 1, 2002, shows that the FCIC borrowers checked out slightly fewer items (25 each) than all borrowers who checked out items (28), but the percentage of FCIC borrowers with lost items was also slightly lower: 3.6 % of FCIC borrowers have lost items in conjunction with 4.1% of all borrowers who checked out items.	
Public Social Services	X		X		Acceptance of the Matricula ID has made it easier for those participants who have no form of ID. Having a Matricula ID eliminates the requirements to provide third party verification attesting an applicant's identity. In addition, the card makes it easier for cash aid (e.g., CalWORKS, Refugee Cash Assistance Program, General Relief, and Cash Assistance Program for Immigrants) participants to enroll in the Direct Deposit Program or cash their checks, as most financial institutions accept Matricula ID.		X		X		X		X	Although formal training has not been provided, written instructions have been released to staff. Line Supervisors are responsible for ensuring that their staff are aware of new written instructions. In addition, a request is being made to DPSS Academy to incorporate instructions for the acceptance of consulate cards in its orientation training for newly appointed staff.	None.	
Public Works		X		X			X		X			X		X		Only the Aviation Division, which oversees the County's five general aviation airports, has passed along request to identify and accept the IDs to the companies managing the airports.
Regional Planning		X		X			X		X			X		X		Not at this time.
Registrar-Recorder/County Clerk	X			X			X		X		X			X	Note: Training not described.	Yes, the MCIC has enabled customers to obtain the services

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	Mexican ID	Argentine ID	YES	NO	Mexican ID	Argentine ID	YES	NO	Mexican ID	Argentine ID	YES	NO			
Sheriff	X													Yes, via a Department Newsletter.  It should be understood by the LA County and Mexican Governments that merely possessing the MCIC doesn't guarantee acceptance by law enforcement officials. The MCIC must undergo rigorous inspection, as would an ID card from any of the other 49 states.	
Superior Court															
Treasurer and Tax Collector		X												Required employees to read CAO memo outlining the policy and procedures for accepting FCICs.	No